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ABSTRACT

This document presents an effective way to view, select, and integrate school safety policies and programs. It offers a typology of school safety approaches, examines within the context of this typology a broad range of current policies and practices to prevent or manage violence, and provides a set of prompting questions for each of the three major categories along the continuum of approaches. Following the introduction, section 2 defines the typology, which is based on three strands--temporal (time), behavioral (locus of control), and focal (scope). Section 3 applies the typology to a broad range of policies and practices. A "menu of options" groups these policies into three clusters that correspond to points along the typology continuum. It includes samples of policies, conduct codes, and enforcement measures that schools can use to respond to emergencies, move away from crisis, or prepare for the future. Questions to answer for developing a comprehensive strategy are presented in the fourth section. The final section points out that building safe schools is not a peripheral mission of education; it is a central goal requiring commitment and cooperation. Two figures are included. The appendix contains a list of regional contacts. (LMI)

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Western Regional Center
DRUG-FREE SCHOOLS AND COMMUNITIES

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REBUILDING SCHOOLS AS SAFE HAVENS:
A Typology for Selecting and Integrating Violence Prevention Strategies

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REBUILDING SCHOOLS AS SAFE HAVENS:

A Typology for Selecting and Integrating Violence Prevention Strategies

by

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and
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August, 1994

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Given the increasing concern about violence in our nation's schools, and the proliferation of options available to educators for dealing with it, this timely document fills a critical need: It provides site administrators, district leaders, and school and community preventionists with an effective way to view, select, and integrate school safety policies and programs. The typology presented, its application to existing approaches, and the prompting questions are all user-friendly and applicable to many contexts. We expect that you will find this document helpful in developing a comprehensive strategy and *hopeful* in its central message -- that school violence can be prevented.

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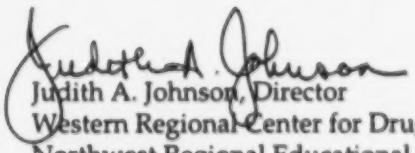

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1

Introduction

For children to learn and teachers to teach, schools must be safe places. During the past decade, images of schools as safe havens have been replaced by metal detectors, drive-by shootings, gang warfare, and a generation of school children living in fear. "It's not the way it's supposed to be," shuddered a father of an Oakland, California middle school student who explained that his son had skipped school for more than a month out of fear of being assaulted again. Schools are not supposed to be killing fields or frightening places; yet children across the country reasonably hold the grim view that school violence is spiraling from bad to worse. To reverse this trend, many teachers, administrators, students, and their families are struggling to rebuild schools into safe havens. Their efforts offer lessons for all to learn from and affirm the hopeful message that violence can be confronted and prevented.

The statistics on school violence are as relentless as they are unmistakable in their tragic consequences. Consider:

- More than 135,000 guns are estimated to be brought to U.S. schools each day
- About ten percent of school children ages ten to 19 admit that they have fired a gun at someone or have been fired upon
- About 20 percent of all high school students regularly carry a gun, knife, or club to school
- About three million crimes occur on or near school each year, and half of all violent crimes against teens occur on or near schools (*Violence in the Schools*, 1993, p.3; *Making Schools Safe*, 1994, p.2).

Despite the prevalence of youth violence, many believe that it is not inevitable. The public outcry to understand the problem and its causes, and the urgent push to prevent its spread has swept across the nation's school districts and communities. More than 80 percent of over 2,000 school districts responding to a 1993 National School Boards Association (NSBA) survey believe school violence is currently worse than it was five years ago. As early as 1984, the U.S.

Surgeon General legitimized violence as a public health issue, and in the early 1990's the nation's governors and Congress declared in the National Education Goals that safe schools are essential to the broader agenda of school reform. What has emerged from this intense focus on youth violence is a range of prevention efforts and a significant commitment of resources to make schools safe once again; it has also generated the realization that safe schools require safe communities.

Predictably, the causes of increasing school violence and rage among youth are linked to larger, more insidious societal problems. Poverty, drug and alcohol abuse, racism, social alienation, child abuse, institutional neglect, low-wage jobs, and the glamorization of violence in the media all contribute to what leading anti-violence crusader Deborah Prothrow-Stith refers to as "teaching our children to kill" (Prothrow-Stith and Weissman, 1987, p. 29). Given that the root causes of school violence are many, teaching our children to better understand and manage their fear and anger without violence is a challenge that requires a comprehensive and coordinated effort by schools, families, and other community institutions.

Many school-site personnel and district policy makers concerned with keeping their students and school grounds free from violence are asking, "Are we doing the right things?" If they believe so, they may ask, "Are we doing them well enough or using enough of them to keep our kids and campuses safe?" For the increasing number of educators who are convinced they are not doing the right things, or who are faced with a crisis that suddenly explodes on one of their campuses, usually making headlines and generating doubt and outrage in the community—another, much more urgent question arises: "What can we do, beginning right now, to restore safety, order, and confidence?"

Identifying what can be done to better safeguard our schools and to more easily select, integrate, and streamline these policies and practices is the primary focus of this document. In doing so, we aim to assist school-site personnel and district policy makers to answer important questions needed to develop a set of practical responses. Given that many school and community preventionists are working hard not to be overwhelmed by school violence issues, we expect this document will help them avoid becoming overwhelmed by prevention options available to them. It offers the following threefold approach for doing this:

- First, it defines a *typology*, or structured way to view and classify school safety approaches. This will help to contextualize the different approaches which schools and districts are currently using or considering.

- Second, it examines within the context of this typology a *broad range of policies and practices* currently being used in schools and districts in the western region and across the country to contain, reverse, and prevent violence in K-12 settings. This will help to clarify the appropriateness, benefits, and trade-offs of the different approaches.
- Third, it provides a *set of prompting questions* for each of the three major categories along the continuum of approaches. This will help those in schools and districts apply the typology to their current school safety efforts and needs.

Ultimately, we anticipate that this threefold approach will prompt school-site personnel and district policy makers to reflect upon their current efforts; to select approaches with greater effectiveness in order to create a more comprehensive and integrated strategy for addressing and preventing school violence; and to better articulate that strategy to key audiences, be they supervisory bodies, funders and legislators, or the families and students involved. A selection of western regional contacts is also listed in Appendix A. to serve as a resource directory.

2

Defining the Typology

The typology that we will use consists of three key strands—temporal, behavioral, and focal—which are shown in Diagram A. These strands will in turn be used to describe a continuum, along which different kinds of policies, activities, and programs regarding school safety and violence prevention can be viewed, much like a self-service cafeteria in which you select from several options. The strands are described as follows:

Temporal: The temporal strand considers the timeframe for implementing and expecting to benefit from a given approach. At one end of this strand lie approaches which can be implemented and yield their benefits almost immediately, like closing a campus during lunch. Other approaches take more time to implement and to demonstrate their positive outcomes, such as providing employment opportunities for youth.

Behavioral: The behavioral strand refers to the locus of control inherent in a given approach from the student's perspective. Certain school safety efforts are completely outside of the student's locus of control. For example, locker searches, or random search-and-seizure practices, are performed by an authority directly on the student's property or person. They are in effect done to, rather than by or with, students as a safety precaution. At the other end of the strand lie approaches which depend heavily (sometimes exclusively) upon the student's commitment and participation. Peer mentoring programs are representative of these, since they lie almost entirely within the student's locus of control.

Focal: Finally, the focal strand looks at the scope of the approach, especially in regard to the event(s) which may have given rise to it. For example, metal detectors have a very narrow scope and are most often used to intervene in a crisis situation by reducing the number of weapons that enter school grounds. Community service projects, on the other hand, tend to be very broad in scope since they are designed

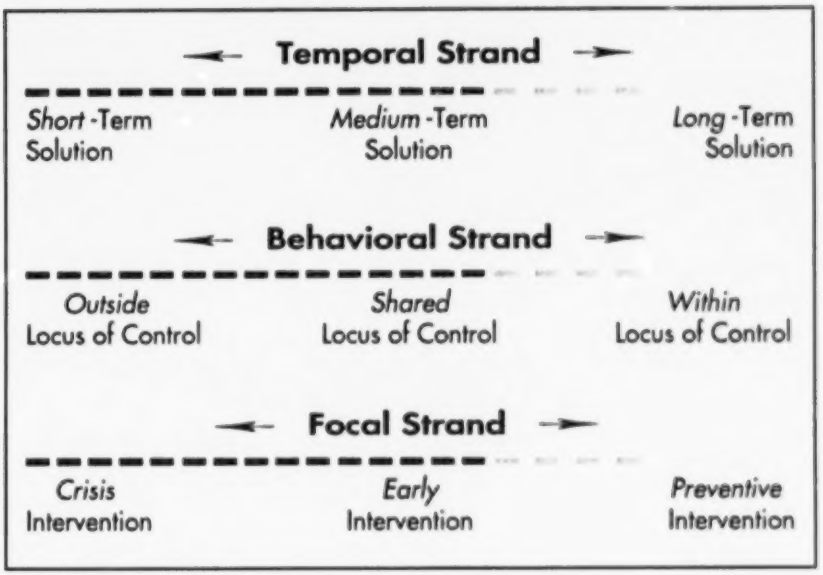
to promote prosocial development, which is associated with preventing the attitudes and conditions which can lead to violent behavior.

Diagram A: Typology Strands

What is the timeframe for implementation and expected benefits?

What is the locus of control, from the student's perspective?

What is the scope of the response, relative to the causal event(s)?



In order for this typology to be useful in the development of more comprehensive and effective school safety strategies, we want to state explicitly what this typology is *not* meant to be. This typology is not intended to be a rating scale; rather it presents options which may be appropriate for short-term, crisis interventions as well as options for situations that allow for longer-term prevention. While preventionists, medical practitioners, and policy makers agree that preventing violence is the most efficacious solution, no school, district, or community can ignore the realities already facing them and reject necessary responses. This typology is also not meant to be prescriptive or to be definitive in its descriptions of policies and practices. In line with the cafeteria image presented earlier, it is more like an organized smorgasbord—a meaningful array of options from which to select according to needs, available resources, and desired benefits.

In combining the temporal, behavioral, and focal strands, we hope this typology will serve as a user-friendly tool for school-site personnel and district policy makers to begin the process of assessing current school safety efforts and determining what is needed to ensure better safeguards.

3

Examining Policies and Practices with the Typology in Hand

In this section, we apply the typology introduced above to a broad range of policies and practices currently used to create, maintain, or restore school safety. In Table 1 (p. 9), a *menu of options* groups these policies and practices into three clusters which correspond to points along the typology continuum. The menu lists examples of policy and program options to select from, in order for educators and others to use their "cafeteria tray" to compile a set of approaches which comprehensively address their particular needs, resources, and school safety goals.

At one end of the menu is a sampling of policies, conduct codes, and enforcement measures which schools and districts use to *respond to emergency*. Further along are school-based interventions which students and teachers use to *move away from crisis*. At the other end of the menu are samples of preventive interventions involving students, families, and communities to *prepare today for the future*. In the remainder of this section, we discuss these identified options.

Responding to Emergency: Policies, Conduct Codes, and Their Enforcement

Many schools and districts today find themselves confronting a crisis—either a series of violent incidents that have led to injury or death, or a pervasive, escalating fear of violence on campus which hampers effective teaching and learning. These conditions or events often trigger an urgent review and revision of school or district policies and student conduct codes related to safety, as well as a significant strengthening of enforcement measures. In this section, we will look at some of the key approaches schools and districts are using to respond to emergencies, including crisis management plans, search-and-seizure measures, and other policies that regulate and discipline student behavior. At their best, these more narrowly-

focused approaches can be implemented within a relatively short timeframe and can quickly restore a sense of safety, discipline, and order.

Crisis Management Plans

Often, one of the first things school and district leaders learn when confronted with a safety crisis is that they lack a well-defined crisis management plan, and, following a critical incident, it is often one of the first things they put into place. According to the National School Safety Center, crisis management plans are best developed by a school safety committee composed of school personnel, parents, community members, and students, and include such procedures as: 1) identifying injured or killed students and adults, 2) coordinating transportation and accompanying the injured to hospitals, 3) notifying appropriate parties (e.g., emergency medical personnel, parents, spouses, law enforcement), 4) maintaining order and calm on the campus, 5) coordinating communication among school staff, students, parents, and the media, and 6) aiding in the recovery of victims and traumatized witnesses (cited in Kadel and Follman, 1993, p. 3, 7-8).

Student Conduct Codes

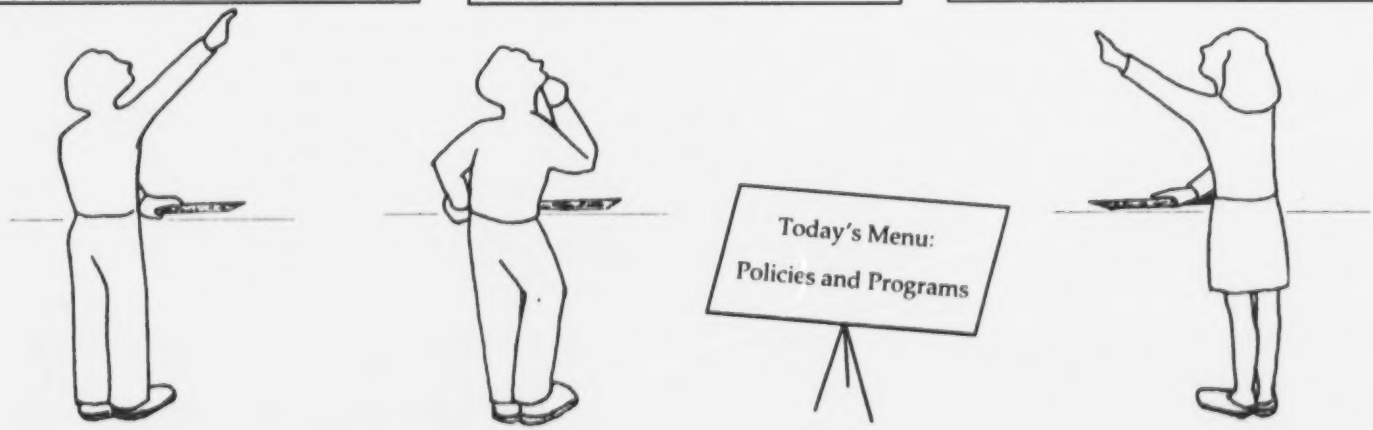
Similarly, school and district administrators are also updating student conduct codes to reflect the increasingly popular "zero tolerance" policies being adopted by many school boards toward weapons and drug possession, gang activity, hate crimes, and violent or abusive behavior. In an attempt to gain greater support for these codes, some schools and districts invite parents, teachers, and, perhaps most importantly students, to participate in writing them. The most effective conduct codes include enforceable rules; clear disciplinary consequences; due process; and explicitly defined roles, rights, and responsibilities of all involved parties (Kadel and Follman, p. 29).

Search and Seizure

To be effective, policies and conduct codes must be consistently and fairly enforced. Given the critical nature of school violence, many school officials are resorting to enforcement strategies virtually unknown in schools a decade ago. Search-and-seizure methods have become fairly common, particularly in urban middle and high schools. For example, students at some schools are randomly selected and scanned with hand-held metal detectors, or must all pass through a metal detector at the school's entrance. Also, schools across the country are conducting unannounced, periodic locker searches, often assisted by local law enforcement officials with drug-detecting dogs (*Violence in the Schools*, pp. 29, 34, 37, 44).

Table 1
A Menu of Options for Rebuilding Schools as Safe Havens

Responding to Emergency **Temporal:** *Short-Term* **Behavioral:** *Outside Control* **Focal:** *Crisis Intervention*	*Moving Away from Crisis* **Temporal:** *Medium-Term* **Behavioral:** *Shared Control* **Focal:** *Early Intervention*	*Preparing Today for the Future* **Temporal:** *Long-Term* **Behavioral:** *Within Control* **Focal:** *Preventive Intervention*
• Crisis Management Plans	• Conflict Resolution Curricula	• Family/Home Support Programs
• Student Conduct Codes	• Multicultural Education	• Early Childhood Education
• Search and Seizure	• Character Education	• Peer-Helper Programs
• Surveillance and Security	• Law-Related Education	• Job-Skills Training/Employment Opportunities
• Student Identification, Dress Codes, and Restricted Access	• Counseling	• Community Service Projects
• Suspension, Expulsion, and Referral to Law Enforcement	• Staff Development	
	• Alternative Education Programs	
	• Student Assistance Programs	
	• Support Groups	



Surveillance and Security

In addition, schools and districts are utilizing more surveillance systems and security personnel to keep campuses safe. Many schools are now using closed-circuit video cameras on buses and in school hallways, locker bays, parking lots, or other known "trouble spots." They are also employing an increasing number of security personnel on campuses. Trained campus supervisors or police officers provide an adult presence in hallways, monitor playgrounds and parking lots during the school day, and oversee evening events such as weekend dances. Some schools continue to use volunteer parent patrols, finding them a good way to increase parent involvement. Moreover, some police departments, in line with the resurgence of community policing efforts, have youth service officers stationed on campuses. Specially trained in working with young people, these officers not only respond quickly to emergencies, but also serve an educational function, offering presentations to students and staff on security and safety (*Violence in the Schools*, p. 44-47; Kadel and Follman, p. 25).

Student Identification, Dress Codes, Restricted Access

One of the key purposes of these increased security measures is to ensure that only those with a legitimate purpose are allowed onto school grounds. Particularly due to gang activity, site administrators are increasingly concerned with monitoring the flow of traffic onto and off of school grounds. Although costly and difficult, many campuses have erected fences, locked entranceways, and otherwise restricted access during the school day. Some districts now issue photo identification badges, which students must wear to board buses and enter school grounds. Districts are also mandating student dress codes to more easily identify unauthorized youths trying to enter campus, and to curtail contraband. Dress codes are also being used to prohibit clothing displaying gang affiliation or symbols that are offensive or that advocate violence or substance use; clothing which can hide weapons or spray paint; and jewelry considered to display ostentatious wealth. As an extension of these dress codes, a few schools are requiring their students to use clear or mesh school bags. Finally, a number of schools are closing their campuses during lunch. Finding that substance use and violence tends to occur when students have the opportunity to leave school grounds, administrators are keeping students on site unless a parent authorizes their absence. In addition, some have restricted students from the peripheral areas of campus and have even shortened the lunch period (*Violence in the Schools*, pp.18-20, 28-29, 56).

Suspension

Despite all of these measures, schools still face serious incidents of violence on campus, and are responding in part with stern discipline practices. While there is no question that "schools have a right and a responsibility to remove students whose behavior presents a danger to others," suspensions and expulsions are as controversial as they are widely used (Kadel and Follman, p.11). The reasons are clear: While these approaches are among the top four responses to school violence

cited by districts in the NSBA survey (suspension being number one), there is a large body of research that shows these approaches to be of very short-term, limited value. In fact, suspended students could benefit from staying in school since they are much more likely to be in need of direct instruction, to subsequently drop out of school, to be at further risk of delinquency by being left unsupervised, and to be disproportionately from minority groups (Kadel and Follman, p. 12). Many districts are therefore trying to utilize in-school suspension programs for less serious offenders, offering behavior modification skills and counseling services to help address the underlying causes of their defiance while administering discipline.

Expulsion

Expulsion has been described as a school's option of last resort, one which "should be reserved for the most serious offenses and threatening situations" (Kadel and Follman, p. 14). Whereas in the past schools simply expelled their most disruptive and troubled students—transferring the problem behavior from school grounds to the community, more schools and districts are now instituting alternative, continuation, or re-entry programs to give these students a new opportunity to complete their studies and get back on track. Finally, more schools are taking full advantage of youth offender laws to report those committing serious crimes of violence on or near campus. As a result, many of the most dangerous juveniles are being arrested and prosecuted as adults.

Many school districts, particularly those in urban areas, report using crisis intervention measures, yet preventionists point out that metal detectors and other interventions discussed above "are not school safety magic wands" (Furlong et. al., 1993, p. 23). While recognizing the need to use these measures, other researchers note that educators may "inadvertently instill more fear and mistrust in students by implementing policies that are excessively oppressive or demeaning or that risk violating students' rights" (Kadel and Follman, p. 23). Tailoring such approaches to address emergencies and employing easy-to-understand procedures which are explained to all those involved will allow educators to plan from the start ways to phase out these measures and to introduce the more positive, preventive approaches discussed below.

Moving Away from Crisis: School-Based Interventions For Students and Teachers

There are many prevention options available to educators that are neither immediate responses to a crisis nor that rely on the more complex, long-term efforts involving families and community institutions. These policies and practices primarily focus on students learning new behaviors and prosocial norms; their secondary focus is

on teachers garnering knowledge and developing skills to better facilitate school-based prevention programs. Policies and practices that lie beyond managing an emergency tend to reduce violent incidents over a longer period of time, but are more likely to give students and teachers a greater sense of control over the content and delivery of the prevention strategy. Such efforts may defuse conflict more effectively over the long term by helping youths use alternatives to violence to understand and cope with their fear and rage.

As schools move away from crisis management, many are integrating violence prevention into their curricula, staff development, and other school activities. Sixty percent of the districts that responded to the NSBA survey reported that by 1993 they had initiated some kind of violence prevention program (*Violence in the Schools*, p. 7). These educational programs provide new information, teach new skills, and reinforce prosocial behaviors; they tend to address violence as one of many symptoms of a broad range of social ills confronting youth, especially those living in poverty or in unstable family situations.

Conflict Resolution

Violence prevention curricula vary considerably across schools and districts. This variation reflects the importance of selecting both appropriate content and methods of delivery to best meet the needs and expectations of individual schools or districts. To teach students new skills, many schools and districts are turning to conflict resolution curricula. These curricula structure learning activities so that students work cooperatively to make fair decisions, solve problems, and manage their anger or fear without threatening or injuring others (Williams, 1991). Since student violence is often an expression of unresolved conflict, skills such as active listening, speaking in 'I' terms, and negotiating a mutually beneficial plan are introduced and reinforced through modeling, rewards, and expectations, and are promoted as tools for peacefully resolving conflict (Sadalla et. al., 1990).

Multicultural Education

Other violence prevention curricula tend to focus more on imparting knowledge required for healthy interpersonal relations. Multicultural programs, for example, which in the past have advocated tolerating or celebrating difference, are now moving toward promoting processes that use diversity as a way to develop mutual understanding and respect (Mitchell-Powell, 1994). Many instances of youth violence—from bullying and name-calling to gang warfare—flare due to racial prejudice and tension between different cultural groups. Schools and districts adopt these curricula to develop a climate of respect and enhance feelings of self-worth as mechanisms to defuse conflict.

Character Education

Another type of curriculum aims to cultivate values and characteristics in line with prosocial norms. According to Thomas Lickona, a leading advocate for teaching respect and responsibility in schools, the return of character education curricula is a sign that many school and district personnel believe they cannot afford to be "ethical bystanders," but must instead be active promoters of their students' personal and social responsibility (Lickona, 1993, p.6). "Schools need to look at themselves through a moral lens," explains Lickona, "and consider how everything that goes on in schools affects the values and character of students" (p.11). Character, in these learning activities, consists of values that promote the common good in actions; students and teachers acting as caregivers, taking responsibility for behaviors, working cooperatively toward common goals, and reaching decisions democratically. Moral reasoning and thoughtful decision-making are vital to helping youths resist peer pressures and high-risk behaviors, as well as recognize beliefs that are incompatible with non-violence (Kadel and Follman, p.38).

Law-Related Education

Law-related education curricula, another option, often build upon character education's focus on protecting human rights. Some schools use this kind of curriculum primarily to emphasize the consequences of violating rules, laws, and accepted values, viewing this as a deterrent to violent behavior by tapping youths' fears of punishment and reprisal. Others schools, rather than trying to "scare kids straight," develop law-related programs that focus less on the punitive aspects of rules and regulations, and more on establishing a core set of accepted values. They may, for example, have students assist in the development of school rules or participate in student-governed courts to enforce school regulations upon their peers. These types of law-related educational activities develop students' sense of ownership of regulations and their self-efficacy in controlling behavior.

Counseling

Beyond adopting prevention curricula or infusing life skills throughout the curriculum, schools are also moving away from crisis management by developing policies and programs that offer students support to confront and manage their high-risk behaviors. Traditional forms of counseling are available on many campuses, but these programs vary widely according to the skills of the counselors, the district's resources, and the gravity of the problems. Schools that regularly experience violence are advised by many prevention experts to máke advance arrangements with specialists to provide services on short notice to offenders, victims, and those grieving (Kadel and Follman, p.37). Student assistance programs (SAPs) are a comprehensive approach to counseling students whereby school and community teams identify problems that impede learning or have harmful consequences and then develop an individualized plan including interventions, referrals, and aftercare support (*Developing*

and Implementing Student Assistance Programs, 1989). Another counseling option which schools and districts use is adult-facilitated peer support groups. Guided by an adult facilitator, students are encouraged to discuss their problems and feelings in a safe group setting, and to create alternatives to high-risk behaviors through such means as behavior contracts, or organizing local chapters of safety programs like Students Against Drunk Driving.

Staff Development

To effectively deliver prevention curricula or facilitate school-based counseling programs, educators are increasingly being called upon to add a fourth 'R' to their repertoire of teaching responsibilities. For many, teaching about "relationships" is more daunting than teaching the core curriculum, given the unhealthy examples and experiences of many of their students. Preservice teacher education programs rarely focus on the knowledge and skills teachers need to address school violence or victimization (*Preliminary Report on Violence*, 1993). For this reason, staff development is vital to school safety efforts, and can take many forms (Kadel and Follman, p. 35). Some schools and districts offer knowledge-based workshops and seminars on such topics as sexual harassment, cultural diversity, and school security and disciplinary policies. Others promote skills-based training on topics ranging from effective classroom management to intervening in a fight or controlling a crowd.

Classroom Practices

Inservices and ongoing teacher support for the use of cooperative learning techniques, rich and varied learning activities, and authentic assessments can also promote a less competitive and more peaceful school climate. Classroom teaching practices and learning activities that reinforce prosocial behaviors allow students and teachers to resolve everyday conflicts with care and respect rather than coercion and intimidation. Modeling and facilitating alternative dispute resolution in the classroom—conducting classrooms with agreed-upon ground rules to surface and address conflicts, using a quiet corner for those in conflict to privately express their feelings—can also be a potent force toward establishing school and community safety norms.

Alternative Education

Alternative education programs are also being used by about two-thirds of the NSBA-surveyed districts to serve students with histories of disruptive or violent behavior or chronic drug abuse. What these programs typically provide is an alternative to off-site suspension or to expulsion, responses which often transfer the problem behaviors from the school to the larger community. Some alternative programs also serve students who are exiting mental health or juvenile justice facilities, experiencing extreme family dysfunction, or who are already caring for their own children and unable to attend regular school settings.

Although there is great variety, most alternative education programs offer their students more personalized, structured environments with greater adult contact. In addition to academic or vocational training, these programs might offer social-skills training, home visits to facilitate social service provision, on-site child care, parenting classes, or placement in job training or community service projects. These programs might also provide students with substance abuse counseling, self-esteem building, and anger management training. They are typically strict, and often use "contracts" (student-staff agreements) to measure and hold students accountable for their academic and social behaviors. The overall goal is to assist students in academic achievement as well as in learning alternative behaviors to violence, self-destruction, sexual precocity, and substance abuse.

Preparing Today for the Future: Preventive Interventions Involving Students, Families, and Communities

Schools alone cannot solve the problem of escalating youth violence for reasons already apparent to many educators: Incidents of violent student behavior are often both a reflection and a result of the chronic neglect, abuse, and violence prevalent in youths' families and communities. Students' explosive expressions of fear, rage, and hopelessness are all too often the cumulative result of exposure to multiple, long-term social and economic risks with too few sources of long-term protection, support, and opportunities to develop life skills and to contribute meaningfully to the world around them. In this final section, we profile an array of preventive approaches which schools are using to develop and reinforce the strengths and capacities of their students, families and communities. Efforts to promote healthy human development and involve students, families, and communities together in interventions often reflect what youth development expert Karen Pittman describes as a shift "from thinking of youth problems as the principal barrier to youth development, to thinking of youth development as the most effective strategy for preventing youth problems" (Pittman and Weissman, 1991). All of these approaches are at their core based in meeting needs, building competencies, and facilitating development, rather than in fixing problems.

For a number of schools and districts, investing in lifelong learning strategies that have indirect benefits and are resource-intensive and time-consuming may seem unrealistic in the face of urgent school safety issues. These strategies tend to be more broadly focused and more difficult to implement than those listed in the *menu of options* as emergency responses or direct knowledge- and skill-building opportunities. Developing and reinforcing life skills requires an investment in time as well as active student involvement in their own development. Yet no school or district can long afford to ignore these

kinds of approaches if it aims to develop a comprehensive strategy to go beneath the roots of much student violence—the distress, dysfunction, alienation, fear, and despair—and begin to build a solid base of protection and prevention. Moreover, some schools and districts may find that they already have a number of these approaches in place, and may be able to better leverage them as violence prevention programs simply by incorporating them in a comprehensive plan and coordinating them with other related efforts.

Family/Home Support Programs

Several researchers have concluded that the more multi-faceted the preventive intervention, the more inclusive and involving it is of family and community, and the earlier it is introduced in the child's life, the better are the long-term benefits (Blyth and Roehlekpartain, 1993; Yoshikawa, 1994; Zigler et. al., 1992, Lally et. al., 1988). One of the most promising long-term approaches to violence prevention is early family/home support programs. These programs offer a variety of family-oriented services to the caregivers in a child's life, usually at the school site, but also via home visits, in order to meet needs, develop skills, and perhaps most importantly, to provide a sense of connection to the community. For example, these programs may offer prenatal care and nutrition, counseling and peer support, parenting skills classes, stress management, home budgeting, and on-site social services. They may also provide material assistance (clothing and food), vocational training, and recreational opportunities for families.

By facilitating caregivers' healt . social competence, and parenting and employment skills, these types of programs are of critical importance in providing children with a healthy beginning: from a healthy womb, a gentle birth experience, and proper infant care, to improved child-rearing and safe, secure, and trusting experiences with family members early in life (Lally, 1993). And given that more teenagers are themselves becoming parents, it is all the more urgent to provide in the first years of life what Michael Rutter calls "turning point" experiences which can change a young child's life trajectory from one of risk to one of improved adaptation (cited in Yoshikawa, 1994). At perhaps the most basic level, these kinds of school-site family resource centers may be one of the only places in the community where families can come to recover a sense of safety, trust, and of supportive relationship to others.

Early Childhood Education

Researchers have also found a powerful, preventive synergy emerges when such family/home support programs are combined with early childhood education programs. Early childhood education encompasses the infant and toddler years through the transition to early elementary school. At their best, these programs provide developmentally appropriate and culturally sensitive practices and environments for infants, toddlers and preschoolers. For infants, this means responsive, loving attention and ample sensory stimulation

and motor activities. For toddlers and preschoolers, such programs provide the opportunity to learn through making choices, being involved with caring adults and peers, and exploring and reflecting upon meaningful activities and materials. These kinds of experiences give young children a sense very early in their lives of trusting and bonding, of relating to others positively, and of having self-efficacy—all foundations for prosocial, creative, and healthy adolescent development and for productive, socially responsible adulthood (*Continuity in Early Childhood*, 1993).

When sustained into the early elementary school years, and combined with comprehensive family support services, these kinds of programs have shown significant benefits in improved socio-economic status and in decreased youth and adult delinquency, including violent crime. For example, in a 10-year follow-up study, The Syracuse Family Development Research Program had one-fourth as many youth delinquents as the control population, and showed a more than ten-fold savings in juvenile justice costs (Lally et. al., 1988). In a 24-year follow-up study, the Perry Pre-Schooi Program alumni showed noticeably fewer arrests for personal violence and drug-related offenses during adolescence and adulthood than their non-program counterparts (Schweinhart et. al., 1993, pp. 83, 95).

Peer-Helper Programs

Beyond these first, critical relationships and experiences in a child's life, many schools and districts are coming to rely greatly on another type of long-range preventive intervention with a vast and underutilized resource—namely, young people themselves. Peer-helper programs are as diverse and as promising as the children and youth who are brought together to help each other. The most common types of peer programs are peer tutoring and peer mentoring, cooperative learning, peer support groups, peer mediation, and peer leadership and education programs. Among the essential characteristics of effective peer-helper programs are the following: positive interdependence (through shared goals, labor, resources, and rewards); heterogeneous grouping (in academic abilities, ethnic backgrounds, or physical disabilities); training in social skills (communication, problem-solving, and relationship skills); and adequate time and opportunity to participate in program design and delivery (Benard, 1990).

Among the many key benefits associated with peer-helper programs are that they give youth the opportunity to take on authentic responsibility; give and receive help; experience empathy, compassion, and tolerance; model positive behaviors for younger peers who readily admire and emulate them; and feel a sense of purpose and pride. School personnel report that when given these opportunities, youth rise to meet the high expectations held by their own peers.

While most of these efforts indirectly contribute to violence prevention through the positive development of youth, they do not preclude a focus on violence prevention and health advocacy. For example, one initiative in the Oakland Unified School District in California selected trained high school students to be violence prevention advocates. These students are charged with being peer educators to other high school students and mentors to students in the elementary and middle grades (Fenley et. al., 1993). A related initiative called *Caught in the Crossfire* has teens provide trained peer support and alternatives to violence for other teens hospitalized with gunshot wounds and other violence-related injuries. Survivors and occasionally perpetrators can subsequently become peer supporters and district curriculum developers, transforming the cycle of youth violence to one of youth leadership in prevention, support, and healing (*Teens on Target*, 1992).

Job-Skills Training

Many incidents of youth violence are linked to drug-related activities, which are in turn tied closely to the dismal economic conditions and lack of employment facing many families and communities. As one teenage student-mother frankly described her situation, "The only way to make money now is to sell crack. I only do it if we need some food, some diapers. It's not easy going out there...They want to get your money, so you get strapped [carry a gun]. I sell, put the money in the bank, then use that when I need it" (Linquanti, 1994). In the face of this kind of reality, and its lethal consequences, many schools are working with local businesses to develop credible economic alternatives for youth. Job-skills training and part-time/summer employment have been part of many school curricula for years, but they take on added significance in light of violence prevention efforts.

Many schools and districts are now using job-skills training and internship programs to prevent youth from dropping out, or as a drop-out recovery strategy. Structured job experiences can connect adolescents with supportive adults who not only provide training, but who also act as role models, mentors, counselors, and guides to workplace culture. Schools often try to identify job sites that will bolster the relationship between school learning and job skills and allow students to earn a stipend as well as academic credit by combining the work experience with classroom instruction. Since so many adolescents now are burdened with adult responsibilities such as rearing siblings or supporting a household, these programs can address both present financial needs and help facilitate a smoother, safer transition from school to work in the larger community.

Community Service

Community service programs are yet another way schools can effectively reduce high-risk behaviors associated with violence by providing youths with meaningful learning experiences and a sense of control over their future. Service learning programs view youths as

resources to be tapped for the better good of society rather than problems to be fixed. They challenge K-12 students to use their creativity, energy, and idealism in socially valued activities and authentic learning environments. Whether involved in environmental clean-up efforts, caring for elders, or assisting youngsters, students performing a service for their community become producers and agents of positive social change and often "take on the attributes of responsibility, productivity, and self-worth that such roles imply" (Briscoe, 1991, p. 760). For students, the return for caring about their community is great: a heightened sense of competence in communicating with others, opportunities to contribute in meaningful ways, and recognition for positive behaviors and character traits. These returns run counter to the eruption of disputes into violence since, as one student volunteering to restore a neighborhood church said, "There is too much to lose now by not doing things right."

4

Putting the Typology to Use:
Questions to Answer in Developing a Comprehensive Strategy

The typology presented in this document offers educators a way to become better acquainted with the violence prevention options available to them and to assist them in rebuilding schools into safe havens. It can be used simply as an information source or as a "cafeteria counter" from which school-site personnel and district policy makers can fill their trays. It can also be used to initiate a dialogue and to build a common understanding among those trying to address school safety issues. Ultimately, we aim to encourage educators to put together a comprehensive strategy that is tailored to the needs of their school or district, and that taps the most appropriate violence prevention practices—from restoring safety through emergency responses to investing in lifelong learning.

Prior to developing a comprehensive strategy, however, you should first closely examine your needs, available resources, and desired benefits. You should become familiar with the *menu of options* in Table 1 and make a balanced selection based on an understanding of the strengths and limitations of each policy or program. To assist in this process, we have provided the following set of questions, which are organized by the three sections of our *menu of options*. These questions, though by no means exhaustive, are intended to serve as a departure point for the following:

- Clarifying needs and desired benefits
- Understanding the implications of using various options
- Facilitating development of a comprehensive strategy that draws from the entire *menu of options*
- Increasing ownership of and support for the strategy by students, families, policy makers, funders, and key stakeholders in the community

The answers you provide can serve as a basis for developing a purposeful and comprehensive approach to involving students, staff, families, and the community in efforts to better protect your school or district from fear or further violence.

Responding to Emergency

Schools often develop and enforce policies and conduct codes as an immediate response to an outbreak of violence. If you are considering or reevaluating the use of such efforts, consider the following questions:

1. Has your school or district experienced a significant incident or series of incidents of violence?
2. Do you believe that fear, intimidation, or avoidance of school has escalated in response to violence?
3. Have students, staff, or parents clearly expressed a need to restore safety to the school and surrounding environment?
4. What do you expect to be the primary benefits of implementing the emergency approaches selected from the *menu of options*?
5. In what ways would the emergency approaches complement or contradict the school's culture and the community's norms and values?
   - Would these practices, for example, reduce the level of participation or autonomy which students normally have?
6. What is the range of responses you anticipate from the community by implementing these types of approaches?
7. What are the material and human resources available to implement these types of approaches?
8. If your school or district adopts an emergency response, what is the timeframe for its use, and what conditions would justify its removal?
   - What, if any, are the risks if these types of approaches were to become long-term?
9. To what extent would implementing an emergency approach be compatible with current or proposed early and preventive interventions?
   - In general, do students, staff, families, and the community understand that these types of crisis interventions are only part of a more comprehensive strategy of violence prevention?

10. If you were asked to explain why these specific policies and programs were included in your violence prevention strategy, what would you say?
    - To what extent do you expect these to restore a sense of safety and protection?
11. How will you gain support for the implementation of these types of policies and procedures from staff? From parents?
    - What role, if any, will staff and parents have in their approval and implementation?
12. Given that students are the primary recipients of these policies and programs, what rationale will you offer to them for their implementation?

Moving Away from Crisis

Many schools and districts look beyond crisis management for options to reduce violence and related high-risk behaviors. If you are considering or reevaluating the use of efforts to increase students' and teachers' skills and knowledge, consider the following questions:

1. Do students, staff and parents feel safe on school grounds and how do you know? (e.g. informal conversations, meetings, survey)
2. If your school or district has experienced a significant incident or series of incidents of violence, in what ways have you responded to restore a sense of safety?
    - How effective have these responses been?
3. If your school or district has not experienced an outbreak of violence, can you describe the ways in which you are attempting to maintain a sense of safety and order?
4. What do you expect to be the benefits of implementing approaches selected from the *menu of options* that move away from managing a crisis situation?
5. In what ways would these knowledge- and skill-based approaches complement or contradict the school's culture and community's norms and values?
    - Do students and staff typically share control of learning activities?
    - Is there a tradition of continuous staff development, and what kinds of support are available to teachers in areas that address developing social competencies and relationships?

6. Are there adequate resources, particularly in time, staff, and budget, to implement and sustain these kinds of curricular, staff development, and counseling approaches?
   - If not, what resources could you access?
7. In general, do students, staff, and families understand that these types of early interventions are part of a comprehensive strategy of violence prevention?
8. Since these types of school-based interventions emphasize social competencies and values clarification, what rationale would you use to justify their implementation in light of competing academic priorities? School safety priorities?

Preparing for the Future

For many schools and districts, preparing for a non-violent future requires purposeful planning and investing today in programs that cultivate healthy development and life skills. If you are considering or reevaluating the use of such efforts, consider the following questions:

1. How safe are your students in the families and communities in which they live and how do you know this? (e.g., school counselors, Child Protective Services, law enforcement agencies, and other professionals)
   - What kinds of contributing factors to youth violence are present in the families and communities in which your students live? (e.g., abuse and neglect, unemployment, alcohol and other drug use, gang activity)
2. What do you expect to be the benefits of implementing the kinds of approaches identified in the *menu of options* that engage students, families, and their communities?
3. In what ways have you provided crisis interventions and school-based early interventions while considering your long-term, preventive intervention strategies?
4. In what ways would these preventive interventions complement or contradict the school's culture and community's norms and values?
   - Is there a school tradition of student participation in and ownership of learning activities?
   - Is there a school tradition of actively involving families' participation in activities which promote their own self-efficacy as well as the prosocial development of their children?

- Is there a tradition of school(s) and community(ies) working together to create opportunities which help meet the needs and strengthen the competencies of students and their families?
- If your school or district has not had a strong tradition of involving students, families, and communities in prevention of high-risk behaviors, what might help you to begin laying a foundation for such a tradition?

5. What family and community resources can you call upon to create an environment which supports the healthy human development and prevention of high-risk behaviors of your students? (e.g., libraries, social service agencies, recreation organizations)
6. In general, do students, staff, families, and community members understand that these types of preventive interventions are an essential part of a comprehensive strategy of violence prevention?
7. Since these types of approaches emphasize healthy human development and youth empowerment, what rationale would you use to justify their implementation in light of competing academic priorities? School safety priorities?

5
Conclusion

Violence is more than just another social issue that educators, researchers, and policy makers must focus on. School violence, like the pervasive societal violence of which it is an integral part, is everyone's problem, and we are all its victims. For some, this means installing a security system, changing their children's school, or avoiding eye contact with a group of teenagers on a bus. For others, it means living in a battle zone overwhelmed by fear and hopelessness, watching their children become desperate or dangerous, or expecting the worst to come sooner rather than later. But just as our nation's current alarm with youth violence is fully justified, so too should be our confidence in what Prothrow-Stith calls "the cheering fact in this sea of sadness"—that violence prevention is real, and within our reach (p. 201).

Schools can be rebuilt into safe havens for students and their families, and also become centers of prevention, healthy human development, and hope within their communities. These goals are *not in addition to* a school's mission to teach and cultivate our nation's young people; as a center of learning within the community, these goals lie *at the heart of* that mission.

If school-site personnel and district policy makers engage the energy and commitment of students, teachers, families, and community members, together they can assemble comprehensive plans which better safeguard our schools and prevent school children from perpetrating or being victimized by violence. This is an enormous task, and to do it well and in a way that endures requires purposeful planning, coordinated effort, and regular revision and renewal. The *threefold typology* we have defined and the *menu of options* we have described can provide a way for thinking about current efforts and for considering other choices for the "cafeteria tray" in light of safety and prevention goals. The *set of prompting questions* we have provided can help in deciding *which* options to select based on current needs and resources, and *how* to best integrate them in order to have a balanced set of approaches. With this balance, educators can quell immediate

fears, and move toward developing attitudes and skills and providing experiences that prevent and protect against further tragedy.

Schools must be safe places for effective teaching and learning to take place, and families and communities must be safe places for children to grow into competent and healthy adults. By beginning now to develop a comprehensive set of approaches that prevents youth violence and promotes youth development, schools together with families and communities can contain today's violence, as well as reduce and prevent tomorrow's. We owe our children, and ourselves, nothing less.

Appendix A

Regional Contacts

A Sample of School and Community-Based Violence Prevention Efforts

Those educators ready to develop a comprehensive violence prevention strategy may find it useful to learn from the experiences of colleagues throughout the Western Center's region. This listing is far from exhaustive; rather it is a sampling of contacts culled from various resources cited in this document. Although the promises and limitations of these policies and programs are not well-documented, the following contacts can serve as an invaluable source of first-hand knowledge to get started.

ALASKA

CONTACT: Anchorage School District, 907-269-2184

Program: The Law-Related Education Program includes a student court with binding authority and teacher-police patrols.

CONTACT: Matanuska-Susitna Burough School District, 907-376-0925

Program: The Peer Mentoring Program matches senior high school students with students in the early elementary grades to discuss problems, help with school work, and participate in social events.

CONTACT: Anchorage School District, 907-269-2212

Program: The Alternative Program offers students facing expulsion an opportunity to participate in an academic setting that additionally focuses on conflict resolution skills and community service placements.

CALIFORNIA

CONTACT: Riverside Unified School District, 909-788-7162

Program: The Closed Campus for Lunch Program allows for easier monitoring of students and outsiders.

CONTACT: Oakland Unified School District, 510-836-8111

Program: The Conflict Resolution Program involves the training of all staff as well as selected recent high school graduates to work in teams to assist students in resolving disputes through non-violence.

CONTACT: Cornona-Norco Unified School District, 909-279-3102

Program: The Conflict Resolution Program pairs a trained student and teacher to assist in resolving racial and gang disputes.

CONTACT: Bonita School District, 909-394-9236

Program: The Dress Code Policy prohibits any clothing that is linked to gang colors or can easily hide a weapon, spray paint, or other disruptive or dangerous items.

CONTACT: Hacienda La Puente Unified School District, 818-333-2201

Program: The Mentoring Program pairs older students with younger students to provide healthy role modeling and to reinforce the importance of graduating from school, avoiding drugs and alcohol use, and staying out of gangs.

CONTACT: Brea Olinda Unified School District, 714-990-7850

Program: The Multicultural Program involves a student club to address racial and ethnic issues and then to address them to the principal.

CONTACT: Lennox School District, 310-330-4950

Program: The Family Support Program involves paraprofessional outreach assistants to provide support and skills to parents of students involved in gangs or alcohol or drug use.

CONTACT: Oakland Unified School District, 510-836-8200

Program: The Comprehensive School Violence Prevention Policy requires schools to engage in site-based safety planning, including

establishing partnerships with community-based efforts to eliminate drug use and violence.

CONTACT: Community Youth Gang Services Project, 213-266-4264

Program: The Conflict Resolution Program assists potential and active gang members to mediate conflict without the use of violence, to receive job counseling, and to participate in supervised recreational activities.

CONTACT: HAWK Federation Manhood Development and Training Program, 510-836-3245

Program: The Mentoring and Character Education Curriculum Programs assists adolescent African-American males to develop prosocial interpersonal and decision-making skills, reinforcing the completion of school and non-violent dispute resolution.

HAWAII

CONTACT: Hawaii Department of Education, 808-733-9143

Program: The Conflict Resolution Program uses a curriculum to teach and practice conflict resolution and behavioral restraint skills.

IDAHO

CONTACT: Clark County School District 161, 208-374-5215

Program: The Mentoring Program assigns each student whose grades fall below a 3.0 a mentor to meet before school to assist him or her in improving their academic performance.

CONTACT: Idaho Falls School District 91, 208-525-7500

Program: The Campus Security Personnel Program involves off-duty, plainclothes police officers to patrol school grounds.

MONTANA

CONTACT: St. Regis Schools, 406-649-2311

Program: The Home Support Program works with parents to identify unhealthy and high-risk behaviors, and to learn to discipline without harsh punishment or permissiveness.

CONTACT: Billings School District 2, 406-255-3500

Program: The Staff Development Program assists teachers to use curricula materials that introduce and reinforce prosocial development and effective problem-solving skills.

NEVADA

CONTACT: Nye County School District, 702-482-6258

Program: The Drug-Detecting Dog Program is used by the schools in conjunction with the Sheriff's Department to conduct random locker searches for contraband.

CONTACT: Clark County School District, 702-799-8625

Program: The Closed-Circuit Television System allows for ongoing surveillance of students to identify and expedite the response time to a violent incident.

CONTACT: Washoe County School District, 702-348-0200

Program: The Campus Security Personnel Program involves placing an officer at each school site to investigate all discipline matters and to submit reports to the administration for action to be determined.

CONTACT: White Pine County School District, 702-289-4851

Program: The Staff Development Program involves ongoing inservice opportunities for teachers to learn what their rights and responsibilities are when responding to violent incidents.

CONTACT: Douglas County School District, 702-782-7179

Program: The Counseling Program uses a Student Assistance Program to address student needs in areas such as grieving, family problems, friendship, and eating disorders.

OREGON

CONTACT: Salem-Keizer Public School District, 503-399-3098

Program: The Alternative Program offers a special school environment for students grades 7-12 who were expelled for bringing a weapon to campus and who were considered violent and in need of skills and support structures to resolve conflicts peaceably.

CONTACT: Sandy Union High School District 2, 503-668-8011

Program: The Locker Search Policy allows the school to conduct semi-annual, unannounced locker searches and to discipline students concealing contraband.

CONTACT: Lincoln County School District, 503-265-4406

Program: The Mentoring Program pairs all elementary school children identified at-risk of school failure or related problems to a staff mentor who meets weekly to monitor behavior and monthly to share in a social experience.

CONTACT: Portland Public Schools, 503-280-5840

Program: The Skill-Based Curriculum Program uses a centralized classroom to teach violent or disruptive high school students a range of violence prevention and life skills.

WASHINGTON

CONTACT: Clover Park School District 410, 206-589-7830

Program: The Expulsion Policy allows for violent students to reenter school after completion of an alternative academic and counseling program.

CONTACT: Everett School District 2, 206-356-4515

Program: The Mentoring Program pairs selected high school athletes with fifth grade students to focus on developing healthy relationships.

CONTACT: Tacoma School District 10, 206-596-1010

Program: The Metal Detector Policy allows the school to conduct random as well as probable-cause searches of students and others attending school events.

CONTACT: Seattle Public Schools, 206-281-6777

Program: The Multicultural Education Program provides training to all staff to appreciate diversity and ensure a learning environment designed for students from all backgrounds to succeed.

CONTACT: Project Service Leadership, A Consortium of Peninsula, Tacoma, and Issaaquah School Districts, 206-596-1010

Program: The Community Service Program infuses service-learning activities such as tutoring and providing care to the homeless into the K-12 curriculum.

CONTACT: University of Washington's Providing Alternative Thinking Strategies (PATHS), 206-543-2100

Program: The Skills-Based Curriculum offers early elementary grade students learning activities that reinforce self-control, emotional understanding, and effective problem-solving skills.

WYOMING

CONTACT: Washakie County School District 1, 307-347-2412

Program: The Counseling Program assists teenage students to form ongoing peer outreach groups that meet during school hours.

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